Grassland-wide Guidance

DFC's, Goals, Objectives, Standards and Guidelines

The desired conditions and direction are organized by resource groupings. First, the desired future conditions for each resource area are described, if there are any. These are long-term conditions for the Grassland to achieve in the next century or so. The condition of terrestrial and aquatic ecosystems is addressed through the desired future conditions (DFCs) that deal with rangeland vegetation cover types, structures, disturbance patterns, and wildlife habitats; and with watershed processes, riparian conditions, and aquatic species habitats. The desired future conditions is a vision of the long-term condition of the land, portrayed in this document as a range of conditions expected to result in 50 to 100 years if objectives are achieved.

From the DFCs, we have formulated Grassland management goals, which we anticipate reaching in this planning period (10-15 years). For some resources, objectives are provided which will help measure our progress towards the goals and DFCs. Following the goals and objectives, the specific standards and guidelines for management are presented. As directed by the R1/R4 Regional Planning Framework, this Plan focuses more on where we want to be going (DFCs, goals and objectives) rather than the traditional focus on how we are to get there (standards and guidelines). The standards and guidelines in this section of the Plan are common to the entire Grassland.

- Desired Future Conditions are long-term visions of what the land should look like under a given management direction.
- Goals are expressed as long-term outcomes of management activities.
- Objectives are expressed as specific actions that include a timing component for completion, generally defined in terms of the Record of Decision for the Plan.
- Standards are used to promote the achievement of the desired future condition and objectives and to assure compliance with laws, regulations, Executive Orders or policy direction established by the Forest Service. Standards describe a condition of land, normally a maximum or minimum condition, which is measurable. A standard can also be expressed as a constraint on management activities or practices. Deviation from compliance with a standard requires a Forest Plan amendment.
- Guidelines are used in the same way as standards but tend to be operationally flexible to respond to variations, such as changing site conditions or changed management circumstances. Guidelines are a preferred or advisable course of action, and generally they are expected to be carried out. Deviation from compliance with a

guideline does not require a Forest Plan amendment, but the rationale for such a deviation is documented in the site-specific project decision document.

Many of the goals, objectives, standards and guidelines use the terms "maintain" and "restore". In the context of this Plan, it is understood that those resources that are in satisfactory condition will be maintained and those that are not in satisfactory condition will be restored.

In Chapter 4, Management Prescriptions, management direction in the form of goals, objectives, standards and guidelines are provided for each management prescription. In land areas where prescriptions are applied, direction in this section would over-ride grassland-wide direction. If the prescription direction is silent, then grassland-wide goals, objectives, standards and guidelines apply.

The existing body of national direction for managing National Forests remains in effect. The standards and guidelines presented herein provide direction more specific to the needs of the Curlew National Grassland. A summary of national program and regional policy and goals can be found in Appendix A. The direction from the references cited in Appendix A is incorporated herein and this direction will not be repeated in the Plan.

If an emergency event occurs on the Forest, deviation from the standards and guidelines may occur in order to protect human life, property values and structures, and forest resources. Activities in response to emergency events include such things as law enforcement, search and rescue, floods and fire.

Ecological Processes and Patterns

General Ecological Conditions

Desired Future Condition

The landscape displays an interconnected balance of physical landscape components, including upland terrestrial habitats, riparian areas, wetlands, and clean water.

Goals

Maintain or restore vegetation, soil and watershed resources.

Management strategies are used to restore ecological integrity, productivity and sustainability over time.

Adaptive management strategies are used to gain understanding during project implementation.

Objective

1. Within 10 years after signing the Record of Decision (ROD), reassess Vegetation Properly Functioning Condition of ecosystems on the Grassland and adjacent areas, to determine if resources are moving toward Desired Future Conditions.

Insects And Disease

Desired Future Condition

Insects and disease are allowed to play their natural role in ecosystem dynamics to the extent compatible with other resource objectives or adjacent land use.

Guideline

2. Grasshopper and Mormon cricket management is carried out under the most current EIS for the Rangeland Grasshopper Cooperative Management Program in cooperation with USDA Animal and Plant Health Inspection Service, Plant Protection and Quarantine (APHIS-PPQ) personnel.

Fire/Fuels

Desired Future Conditions

Wildland fire is actively suppressed, using the appropriate management response, to protect public safety and resource values.

Goals

3. Suppress fire in a safe, cost effective manner where necessary to protect human life and safety, developments, structures, and sensitive resource values.

Coordinate fuel and vegetation management strategies with bcal governments, tribes, agencies, landowners to reduce the risk from wildland fires.

Identify areas where prescribed fire is limited, inappropriate, or undesirable. Implement other management actions that reduce the undesirable effects of wildland fire.

Use prescribed fire, alone or with other management activities to restore or maintain desirable vegetative communities and ecosystem processes.

Standard

4. Fire is aggressively suppressed to protect public safety as necessitated by the intermixed land ownership pattern.

Guidelines

5. During wildland fires minimize impacts on resources while achieving suppression goals.

Physical Elements

Soils

Desired Future Conditions

- Most soils have at least minimal protective cover and soil organic matter, including microbiotic crusts. Soils have adequate physical properties for vegetation growth and hydrologic function.
- Soil quality, productivity and function are maintained or restored where needed.
- Soil hydrologic function and productivity in riparian areas is protected. Water quality buffering and regulation of nutrient cycling is maintained.

Goals

6. Soil resource conservation efforts are developed in collaboration with adjacent landowners, Soil Conservation District and Natural Resource Conservation Service.

Protect soil hydrologic function by maintaining or restoring ground cover, soil organic matter, and biological soil crusts.

Standard

7. Do not allow resource developments and utilization of lands identified in the Soil Resource Inventory as not capable of sustaining such impacts.

Guidelines

8. Management activities are within the capability of the soils to sustain such activities as described in the soil resource inventory.

Maintain fine organic matter that would protect the soil from excessive erosion and provide nutrient cycling.

Detrimental soil disturbance caused by management practices should not exceed 15 percent of an activity area except when treating bulbous bluegrass.

In areas where biological crusts are integral to meeting ground cover requirements, maintain or restore them by reducing impacts during the early spring (USDI 2001).

Air Quality

Desired Future Condition

Air quality complies with Clean Air Act and other state requirements for Utah, Wyoming and Idaho.

Goal

9. Manage air quality to meet health and safety requirements and existing laws, rules, regulations and agreements.

Standards

10. Comply with the Montana/Idaho Smoke Management Plan.

All management ignited fires will comply with the Clean Air Act, along with rules, regulations and procedures required by the Idaho Department of Health and Welfare, and Idaho Department of Environmental Quality.

Guidelines

11. Follow clearing/mixing height index guidelines when implementing ground disturbing management practices such as prescribed burning to reduce regional haze and maintain visibility.

Minimize smoke emissions during project activities.

Water Quality

Desired Future Condition

Water quality will be protected and maintained where State and Federal water quality standards are being met and improved or restored where quality does not meet Federal or State rules, regulations or policies.

Goals

12. Protect waters meeting or surpassing State water quality standards.

Design land management activities so that existing levels of water quality and beneficial uses are maintained.

Proactively address all impaired waterbodies on the State of Idaho's EPA approved 303(d) list.

Assist in the development of, and implement, Implementation Plans for 303(d) listed waterbodies.

Objective

13. Proactively address all impaired waterbodies within 5 years, subject to funding and State schedules.

Standard

14. Within legal authorities, insure that new or proposed management activities within watersheds containing 303d listed water bodies maintain or improve overall progress toward beneficial use attainment for pollutants which led to listing, and do not allow additions of these pollutants in quantities that result in unacceptable adverse effects.

Guidelines

- **15.** Work with the State of Idaho's 2-year cycle to determine if the 303(d) waterbodies are correctly listed or have been restored adequately to provide designated beneficial uses.
- **16.** New projects within watersheds containing 303(d) listed waterbodies should be supported by the appropriate scale of analysis and collaboration with appropriate Federal, State, Tribal and Local Agencies, organizations and individuals.
- **17.** New project proposals analyzed under the National Environmental Policy Act (NEPA) should consider the 11 questions outlined in the Idaho Nonpoint Source

Management Plan to achieve Federal consistency with the Idaho Nonpoint Source Management Plan and the Clean Water Act as implemented by the State of Idaho.

Lands

Goals

18. Adjustments in landownership are made through sale and/or exchanges to facilitate administration of Federal lands.

Utility corridors are minimized to reduce fragmentation.

Public lands are easily accessible. Road management follows the latest Roads Analysis for the Curlew.

Standards

19. Land acquisitions, exchanges, and right-of-ways will be in compliance with current National policy and for the purpose of consolidation and improving management.

Allow for essential access for repair and maintenance of facilities within energy corridors.

Bury all new utility lines of 50 Kv or less.

Guidelines

20. Consolidate facilities within existing energy corridors, where practical.

Proponents of new facilities within existing corridors, must demonstrate clearly that the proposal is in the public interest, and that no other reasonable alternative exists to public land routing.

Allow special uses that can be coordinated with other resources, and establish and maintain current appraisal data and user fees for all Special-Use Permits.

Acquire access (right-of-ways) through State, and other Federal agency and private lands to the Grassland boundary, as needed, for administration, management, and protection of Forest Service lands or for public access, as described in the Roads Analysis for the Curlew.

Minerals And Geology

Desired Future Conditions

- Mineral resources are available for development, consistent with other resource uses.
- l Paleontological resources are properly managed to provide for preservation and use of these resources for current and future generations.

Goals

21. The use and protection of other resource values is integrated with the exploration and development of mineral and energy resources on the Grassland, including oil and gas.

Standard

22. The Grassland is open to exploration and development and production of locatable, solid leasable and mineral material resources. If significant interest in oil and gas leasing develops complete an EA/EIS for oil and gas leasing and amend the CNG Plan.

Guidelines

23. Common minerals – give priority to the use of currently developed common mineral (natural gravel and hard rock) material sources over new undeveloped sources. Exceptions should be made when existing sources are unable to economically supply the quality and quantity of material needed or when conflicts with other resource uses are found to be unacceptable.

When analyzing mineral development proposals, provide safeguards to protect surface resource values.

Biological Elements

Terrestrial Ecosystems -- Vegetation

Desired Future Conditions

Management is proactive to avoid introduction or spread of exotic and noxious weeds.

- Rangelands reflect a mosaic of multiple-aged shrubs, forbs, and grasses with emphasis on maintaining or recreating diverse plant communities. Rangelands are functioning to maintain life form diversity, production, nutrient cycling, energy flow, and the hydrologic cycle.
- Vegetation management treatments maintain or diversify the mosaic of shrub steppe plant communities while reducing habitat fragmentation. Most of the altered sagebrush steppe has also been diversified by the addition of various desirable grasses, forbs, and shrubs, including native species.
- Stability of sand dunes and old Lake Bonneville terraces is maintained. Mountain brush vegetation is trending toward a late seral ecological status.

Goals

24. Emphasize the retention of native vegetation where it currently exists.

Use vegetation management in achieving a broad array of multiple-use and ecosystem management objectives, including maintenance, improvement, and restoration of scenery, wildlife habitat, biological diversity, riparian and watershed condition, and vegetation structure, composition and distribution.

Treat bulbous bluegrass dominated sites and revegetate with desirable native and/or non-native species.

Seedings maintain or enhance understory diversity and production to meet livestock grazing, wildlife, watershed and other resource values.

Sagebrush is managed to maintain current levels of sagebrush in the >15% canopy cover class--about 60% of the Grassland. Emphasis will be on creating and maintaining areas suitable for sage grouse nesting habitat over the long term.

Provide necessary protection and management to conserve listed threatened, endangered and sensitive plant species.

Objective

25. Treat 12,100 acres of sagebrush over the next ten years. See Prescription 6.5: Rangeland Vegetation and Upland Bird Habitat Management.

Standards

26. Information on the presence of listed threatened, endangered or sensitive plant species will be included in all assessments for vegetation and/or ground disturbing management activities. Appropriate enhancement, protection and mitigation measures will be applied to the management activities.

Invasive species such as noxious weeds will be treated to contain or control as appropriate using IPM methods and following the most recent version of the Caribou-Targhee Noxious Weed Strategy.

Do not allow plowing in areas identified on the map as "No Till" areas. Other methods of treatment may be permitted after site-specific analysis.

Conduct a risk assessment for all sagebrush herbicide treatments, including aerial applications, using the most current Multi-Regional Risk Assessment.

Areas where threetip sagebrush (Artemisia tripartita), rabbitbrush, and horsebrush have canopy cover values of greater than 5 percent will be carefully evaluated before treatment due to their ability to sprout after disturbance.

Do not seed non-native grasses in existing native vegetation unless it is necessary to meet other resource objectives, such as eliminating cheatgrass invasion.

Guidelines

27. Emphasize native plant species where they would meet the desired resource conditions. Introduced species may be used in project seedings: (1) where native species would not meet the objectives of erosion control, such as in high use or impact areas, and where the effects on local, native flora is minimal; (2) on sites that are currently dominated by introduced species and the use of non-native species has not degraded the adjacent native flora; (3) on sites where the management objective is to use non-native species in one area to prevent degradation of other natural areas; or (4) when native seed is unavailable or cost prohibitive.

Consider adjacent land use during site-specific project analysis and maintain vegetative buffers needed to provide wildlife habitat.

Conduct vegetation manipulations emphasizing desired ecological and multipleuse outcomes in a cost effective matter.

Maintain unique or difficult-to-replace elements or habitats such as salt desert shrub, aspen, and juniper.

Maintain existing tree rows for wildlife habitat.

Prioritize bulbous bluegrass treatments in areas that are not meeting wildlife, soil, and vegetative desired future conditions.

Consult with the Regional Ecologist when designing restoration treatments and monitoring protocols for bulbous bluegrass projects.

Fisheries, Water, And Riparian Resources

- Watersheds provide for natural infiltration, retention, and release of water appropriate to soil type, vegetation, climate, and landform. Riparian/wetland vegetation structure and diversity are making substantial progress toward controlling erosion, stabilizing stream banks, shading water areas, filtering sediment, aiding in floodplain development, dissipating energy, delaying flood water, and increasing recharge of groundwater.
- Stream channels, riparian areas, and floodplains are functioning properly relative to the landscape, including gradient, size, shape, roughness, confinement, and sinuosity, and climate. In-stream water uses are protected and the level of water quality is improved.
- Roads exist in riparian areas only where needed for major public transportation thoroughfares, where they do not cause problems to aquatic and riparian resources, or where there are no other practical alternatives.
- Riparian areas are dominated by deep-rooted vegetation that contain a mixture of ageclasses, such as sedges and hydric grasses, willows, cottonwoods, and deciduous trees, depending on the landform, stream substrate, and gradient.

Goals

28. Emphasize holistic watershed planning efforts. Coordinate with other land management agencies, organizations, and landowners, within and adjacent to the Grassland, to promote ecosystem-scale management, protection and restoration.

Maintain or restore stream channel integrity, channel processes and the sediment regime (including the elements of timing, volume, and character of sediment input and transport) within the capabilities of the channel system.

Maintain or restore habitat to support populations of native and desired nonnative plant, vertebrate, and invertebrate populations that contribute to the viability of riparian dependent communities.

Objective

29. Establish an upward trend on all perennial riparian systems within the next decade.

Standards

30. To protect other resource values, minimum instream flows will be required by the Forest Service in the event of a new application to develop a small hydropower project.

Streams identified as being in riparian Properly Functioning Condition will be maintained in that condition.

Guidelines

- **31.** Limit roads in riparian areas to those needed for major public transportation where they do not cause damage or where no practical alternatives exist.
- **32.** When applying herbicides aerially, maintain a 100-foot buffer on all streams.

Terrestrial Ecosystems—Wildlife Habitat

Desired Future Conditions

Habitats contain sufficient complexity, diversity, and productivity that they can maintain viable populations of native and desirable non-native species. Native wildlife species are present in amounts and distribution similar to historic patterns including species that were once listed, or proposed for listing, as threatened or endangered under the ESA, or listed as sensitive by the Regional Forester.

GENERAL WILDLIFE HABITAT

Goals

33. Provide habitat that contributes to State wildlife management plans.

Maintain or restore habitats for healthy, productive, and diverse native and desired non-native wildlife populations.

Proactively manage habitats for sensitive species to preclude from listing under the Endangered Species Act. Manage habitats to assist with recovery of threatened, endangered and proposed wildlife and fish populations.

Promote opportunities for additional wildlife viewing and interpretation.

Protect, restore, enhance and manage habitat of migratory birds and prevent the further loss or degradation of remaining habitats (USFWS/FS MOU 2001).

Standard

34. The habitat requirements of management indicator species (MIS) will be considered in all resource development projects. The MIS for sagebrush habitat is sage grouse and for riparian/wetland areas is a breeding bird complex.

Guideline

35. Desired non-native wildlife species should be retained in the Grassland where not in conflict with other resource objectives.

SAGEBRUSH HABITATS

Goal

36. Manage sagebrush community habitats to reduce fragmentation and maintain or restore connectivity at the Grassland level.

Objective

37. Assess the changes to sagebrush habitats in the Greater Curlew Valley, including canopy cover, adjacent land use, understory conditions, every five years. Coordinate this effort with the Natural Resource Conservation Service and Greater Curlew Valley Sage Grouse Local Working Group.

Guidelines

38. Identify and maintain those habitats that have sagebrush with native understory vegetation.

Manage for a mosaic of age and structural sagebrush communities across the Grassland in patches of at least 320 acres.

SAGE GROUSE AND COLUMBIAN SHARP-TAILED GROUSE

Goals

39. Habitat conditions on the Grassland contribute to sustaining populations of sage and Columbian sharp-tailed grouse in the Greater Curlew Valley.

Continue coordination with the Greater Curlew Valley Sage Grouse Local Working Group and other interested parties to manage sage grouse populations on the Curlew National Grassland.

Maintain and increase, where possible, the distribution and abundance of sage grouse.

Objectives

40. Build a blind for lek observation by 2005.

Develop a map in cooperation with Idaho Department of Fish and Game to identify functional and degraded breeding habitat and winter habitat within two years of signing the Record of Decision.

Guidelines

41. Management activities will consider proximity to active lek locations during site-specific project planning.

If management actions would impact courtship, limit physical, mechanical and audible disturbances within the breeding complex during the breeding season (March – May) within three hours of sunrise or sunset.

Where management actions may disturb nesting grouse, avoid manipulation or alteration of vegetation during the nesting period (May-June).

RIPARIAN HABITATS

Desired Future Condition

Aquatic habitats contain sufficient complexity, diversity, and productivity that they can support viable populations of native and desirable non-native species.

Goal

42. Maintain and/or restore riparian ecosystems to support populations of associated wildlife and fish species.

Objective

43. Map stream reaches and identify existing and potential willow shrub communities within two years of signing of the Record of Decision.

Guideline

44. Surveys for the presence of amphibians should be completed prior to development of springs, riparian areas and wetland complexes. Developments should maintain suitability for use by amphibians.

Forest Use and Occupation

Tribal Coordination

Desired Future Conditions

Tribal treaty rights and other Federal trust responsibilities are met. Tribal governments are involved in Federal agency planning, decision-making, and implementation of programs.

- Agencies recognize the tribes' right to self-determination and control of their resources and their relationship both among themselves and with non-Indian governments, organizations, and persons.
- Functional restoration of the ecosystem provides the capability to support harvestable levels of species of interest to the tribes.
- Culturally significant items and sites are understood and treated within the context of the culture that identifies and values them.

Standard

45. Consultation procedures and intergovernmental agreements with the tribes be guide future cooperative efforts will comply with protocols set forth in the National Resource Book on American Indian and Alaska Native Relations Working Draft 1995 or its successor.

Roads, Trails And Access

Goal

46. The Forest road and trail system is cost effective and integrates human needs with those of other resource values, as described in the Roads Analysis.

Standard

47. The following table defines access allowable on the Grassland.

Season	Type of Access	Cross-Country Travel	Road & Trail Travel
Snow-free Season	Pedestrian	Yes	Yes
	Horse	Yes	Yes
	Mntn Bike/Mechanized	No	Designated Rts.
	Motorized	No	Designated Rts.
Snow Season	Winter Non-motorized	Yes	Yes
	Snow machine	Yes	Yes

Guideline

48. Seasonal vehicle closures will be one of the methods used as needed to provide security areas for wildlife.

Recreation

Desired Future Condition

Landscapes reflect a sense of place.

SCENERY MANAGEMENT

Goal

49. Maintain the scenic quality of the Curlew National Grassland.

DEVELOPED FACILITIES

Goal

50. Maintain or increase developed site capacity, as needed, on the Grassland.

Standards

51. Facilities that cannot be maintained to acceptable health and safety requirements will be closed until they can be brought up to standard.

Do not locate new recreational facilities within Riparian/Wetland Areas (RWAs).

DISPERSED RECREATION USE

Goal

52. Provide quality dispersed recreation opportunities.

Guidelines

53. Low-development-level facilities should be provided at heavily used dispersed areas to prevent resource damage and protect public health and safety.

Manage dispersed recreation use such that activities do not adversely impact wildlife species such as upland game birds during critical periods of the annual life cycle.

Heritage Resources

Desired Future Conditions

- Visitors to the Grasslands find opportunities to learn about and enjoy their cultural heritage. Visitors have the opportunity to reflect on the relevance of the past and the land to their daily lives.
- Historic and archaeological resources are properly managed to provide for preservation of the resource for current and future generations.
- Significant sites are inventoried, protected, and, if warranted, nominated to the National Register of Historic Places.

Goals

54. Fully integrate the Heritage Program into land and resource management. Strengthen internal linkages with recreation, water, lands, minerals, and range to assure integrated efforts and quality products.

Identify archaeological and historic properties on the Curlew National Grassland.

Manage archaeological and historic resources, including inventory, evaluation, nomination to the National Register of Historic Places, and maintenance of the archaeological and historic resources on the entire Curlew Grassland for educational, scientific, and public benefit.

Protect archaeological and historic properties through stabilization and monitoring efforts. Monitor archaeological and historic properties, which may be adversely affected by management activities.

Prepare and maintain ethnographic, prehistoric, and historic overviews of the Grassland during the planning period.

Artifacts and records are curated and made available for study by qualified researchers.

Maintain a comprehensive overview of all known cultural resources and associated databases, atlases, and files on the Grasslands.

Expand partnerships with local communities, academic, and private sector institutions.

Objectives

55. Inventory 100 to 500 Grassland acres per year to locate and identify archaeological and historic properties.

Within 5 years of signing the ROD, develop a predictive model to guide the design and completion of cultural resource inventories.

Standards

56. Undertakings that could adversely affect heritage resources will comply with laws, regulations, and policies. Such compliance will be documented prior to signing the project decision.

Unevaluated cultural resource sites will be treated as significant until comprehensive evaluations are completed.

Guidelines

57. Cultural resources inventories will be conducted in consultation with the Idaho State Historic Preservation Office, Local Native American Tribes, and interested individuals or organizations likely to have knowledge or interest in the historic properties in the area.

Management plans for each historic property nominated to the National Register of Historic Places should be developed within five years of listing. The management plan should be drafted during the nomination process as part of the resource allocation.

Production of Commodity Resources

Livestock Management

Desired Future Conditions

Livestock grazing levels are sustainable and contribute to a stable social and conomic foundation. Grazing systems are designed to promote plant and animal diversity and to move the Grassland toward desired future conditions of other resources.

Goal

58. The level of domestic livestock grazing is managed to be compatible with the desired conditions of resources including but not limited to the maintenance of organic ground cover, nutrient cycling, seed production, wildlife habitat and the restoration and maintenance of riparian communities.

Objective

- **59.** Within three years of signing the ROD, Allotment Management Plans will be updated for the Curlew Valley Association and the Buist Association fields.
- **60.** Within two years of signing the ROD, develop a monitoring protocol for livestock utilization monitoring and recording on the Grassland, following the Caribou-Targhee Rangeland Monitoring Protocol and Forest Service Handbook direction.

Standards

61. Implement the riparian grazing management protocol through the Annual Operating Instructions and updated Allotment Management Plans (AMPs). (See objective #2 above)

Apply utilization levels, as shown in the direction for Prescription Area 6.5.

Allow no livestock grazing before seed set of the second growing season after natural fires and rangeland planting or seeding. If monitoring shows that this is not adequate to meet resource needs, defer livestock grazing as necessary.

Guidelines

62. Ramps should be installed on all stock watering tanks to allow small animal entrance and escape.

When constructing livestock water developments, fence springs from livestock and return overflow to the original channel. Exclosures are designed to maintain the vegetation community and hydrologic function of the spring.